



**Ministry of Civil Defence
& Emergency Management**

Te Rākau Whakamarumarū

FREQUENTLY ASKED QUESTIONS

Revised National Civil Defence Emergency Management Plan

JUNE 2015

*Resilient New Zealand
A Aotearoa manahau*

Contents

1. What is the National CDEM Plan?.....	4
2. Why was the National CDEM Plan reviewed, and was the review delayed?.....	4
3. How were the lessons of the Christchurch Earthquake reviews incorporated in the National CDEM Plan?	4
4. What are the key changes to the National CDEM Plan?.....	4
5. When does it come into force? What happens if there is an emergency in New Zealand before the new National CDEM Plan 2015 comes into force?	5
6. What was the process in reviewing the National CDEM Plan? Who was involved? Who was consulted?	5
7. What happened to the sector feedback on the National CDEM Plan during the consultation period?	5
8. What authority does the National CDEM Plan have? Is it a Ministry-plan, or an all-of-Government Plan?	6
9. The plan is written in legalese – will there be other sources to help interpret it? Is there an operational document for the National CDEM Plan?	6
10. Aside from the Guide to the National CDEM Plan, how does it relate to other CDEM guidance?	6
11. So aside from the Ministry and CDEM Groups, which other agencies and/or organisations are addressed in the National CDEM Plan?	6
12. Has the review made the National CDEM Plan more robust? What hazards does it cover? ...	7
13. There has been some criticism in the past that the National CDEM Plan 2005 is a response plan, rather than one that addresses the 4Rs – does the National CDEM Plan rectify this concern?	7
14. Where does community responsibility fit with the National CDEM Plan?	7
15. CDEM Groups have an important role across the 4Rs, but often the capacity of the smaller CDEM Groups means meeting these obligations is a challenge – are CDEM Groups left to fend for themselves?.....	7
16. The Welfare Services section of the National CDEM Plan has had an extensive review and a number of agencies across Government seem to have clear leadership roles. How does this work and is it robust?	8
17. The sector has called for further leadership in the risk reduction space – has this been addressed in the National CDEM Plan?	8
18. Why are volunteers not mentioned more extensively throughout the National CDEM Plan?.....	8
19. Will the community see a real impact of the National CDEM Plan on the ground?	9
20. Will (or how will) the National CDEM Plan assist with the recovery process in Christchurch?.....	9
21. How has the National CDEM Plan improved recovery planning more generally?	9
22. When will the National CDEM Plan be reviewed next?	9

1. What is the National CDEM Plan?

The National CDEM Plan sets out the hazards and risks to be managed at the national level, and the civil defence emergency management necessary to manage those hazards and risks. It also sets out the roles and responsibilities of central government, CDEM Groups and other agencies such as lifeline utilities, emergency services and non-government organisations. The plan is an important document, providing the Government's blueprint for roles and responsibilities and activities across the 4Rs of risk reduction, readiness, response and recovery in New Zealand.

2. Why was the National CDEM Plan reviewed, and was the review delayed?

The current National CDEM Plan has been in force since 1 July 2006. The Civil Defence Emergency Management Act 2002 (the CDEM Act) requires that the National CDEM Plan be reviewed every five years to ensure that the arrangements within it are robust, current and well understood by the agencies responsible for their delivery.

A review of the current National CDEM Plan was carried out in 2010. It concluded that the current Plan was adequate, but that some aspects could be improved. A revised Plan was drafted, in consultation with stakeholders, and was almost complete at the time of the February 2011 Christchurch Earthquake.

Progress on finishing the review was delayed to enable government to focus on the response to the earthquake and for reviews of the response to be carried out. Following the release of Christchurch earthquake response reviews the project recommenced in order to incorporate the relevant review recommendations.

3. How were the lessons of the Christchurch Earthquake reviews incorporated in the National CDEM Plan?

The current National CDEM Plan, and the arrangements therein, proved to be adequate during the response to the Christchurch earthquake. However, reviews of the response identified a number of aspects that could be improved to further enhance arrangements.

The revised National CDEM Plan incorporates all relevant recommendations from these reviews, as well as advancements in national civil defence emergency management planning arrangements.

4. What are the key changes to the National CDEM Plan?

Global changes to the revised National CDEM Plan have been made to update terminology and references to legislation and agency names; revise the purpose, objective and scope of the Plan; and amend areas of the Plan that were identified as lacking in clarity.

Of particular note, enhancements have been made in the following areas:

- further clarification and refinement of roles and responsibilities of lead and support agencies, including a new appendix identifying lead agencies (drawn from the National Security System) for hazards (drawn from the National Hazardscape Report) and the related legislation by which they are managed;
- a new sub-part outlining the critical role the New Zealand Defence Force has as a support agency in an emergency;

- a new sub-part on building management that not only outlines the roles and responsibilities of the various agencies involved in building management, but also assigns a prominent leadership role to the Ministry of Business, Innovation and Employment within this area;
- a new sub-part on research and science organisations to reflect the current arrangements and critical role these organisations have in civil defence emergency management;
- a revised sub-part on welfare services providing greater clarification of roles and responsibilities and additional welfare services sub-functions; and
- a new sub-part for CDEM logistics to ensure the sufficient deployment and provision of resources in a timely manner to support response and recovery operations.

5. When does it come into force? What happens if there is an emergency in New Zealand before the new National CDEM Plan 2015 comes into force?

The new National CDEM Plan 2015 will come into force on 1 December 2015. The current National CDEM Plan 2005 will continue to have authority until the revised National CDEM Plan is ratified. This ensures that CDEM planning arrangements continue to be in place in case of any emergency.

6. What was the process in reviewing the National CDEM Plan? Who was involved? Who was consulted?

The Ministry of Civil Defence & Emergency Management has carried out the review, which has involved an inter-agency Steering Committee and a comprehensive consultation process with all agencies with arrangements in the National CDEM Plan including Civil Defence Emergency Management Groups, emergency services, lifeline utilities, central and local government, and non-government organisations.

The public consultation period was held from 23 May – 25 July 2014. In order to reach as many members of the public and interested parties as possible, the consultation process was advertised and notified in a number of ways including:

- daily newspapers in metropolitan areas,
- via Te Puni Kokiri, the Office of Ethnic Affairs, the Office of Disability Issues, and the Ministry of Pacific Island Affairs sector links,
- on NZ List Serv (which the majority of libraries in New Zealand subscribe to),
- on the Ministry of Civil Defence & Emergency Management's website, and
- via social media (i.e. Facebook).

7. What happened to the sector feedback on the National CDEM Plan during the consultation period?

All submissions provided on the National CDEM Plan consultation document were carefully analysed and reviewed by the Ministry of Civil Defence & Emergency Management and other relevant agencies and taken into consideration during the final development of the National CDEM Plan. A high-level submissions analysis report on the National CDEM Plan has been drafted by the project team. A copy of this report will be circulated to all submitters and will be uploaded onto the Ministry's website.

8. *What authority does the National CDEM Plan have? Is it a Ministry-plan, or an all-of-Government Plan?*

The CDEM Act 2002, the National CDEM Strategy, the National CDEM Plan, and the Guide to the National CDEM Plan make up the high-level CDEM framework for New Zealand.

The National CDEM Plan is a regulation under the CDEM Act, and has the authority of a regulation.

While the Ministry is the custodian of the National CDEM Plan, it is developed by all agencies with CDEM roles and responsibilities, making it not only a blueprint for CDEM at the national-level, but also an all-of-Government plan.

9. *The plan is written in legalese – will there be other sources to help interpret it? Is there an operational document for the National CDEM Plan?*

The CDEM Act requires the National CDEM Plan to be drafted as an Order in Council and published as a schedule. In addition, the Ministry is updating the Guide to the National CDEM Plan (the Guide) which sets out practical operational detail and resources to assist with the implementation of the revised Plan.

As the Guide is published with the revised Plan embedded, providing a single reference document, the Ministry will be re-developing the Guide in consultation with key stakeholders to ensure it aligns with the new revised Plan. This process will occur over the next few months and once consultation is completed the Guide will come into force on the same date as the National CDEM Plan on 1 December 2015.

10. *Aside from the Guide to the National CDEM Plan, how does it relate to other CDEM guidance?*

While the National CDEM Plan and Guide to the National CDEM Plan are the high-level and operational blue-prints for CDEM at the national-level, there are also a number of publications and guidelines (for example Director's Guidelines) developed by the Ministry that provide advice, support and guidance to agencies and CDEM Groups with responsibilities under the CDEM Act on how a function, defined by legislation or national planning arrangements, should be performed, or properly exercised.

Also under the CDEM Act, every CDEM Group must prepare and approve a CDEM Group Plan, which sets out the CDEM arrangements at the regional CDEM Group and local levels.

11. *So aside from the Ministry and CDEM Groups, which other agencies and/or organisations are addressed in the National CDEM Plan?*

The National CDEM Plan sets out the roles and responsibilities of central government (including the Ministry of Health, Ministry for Social Development, Ministry for Business, Innovation, and Employment, Ministry for Primary Industries, Ministry of Foreign Affairs and Trade, etc.), CDEM Groups and other agencies such as the New Zealand Defence Force, emergency services (including New Zealand Police, New Zealand Fire Service), lifeline utilities, and non-government organisations (such as the New Zealand Red Cross, the Salvation Army, and Victim Support).

12. Has the review made the National CDEM Plan more robust? What hazards does it cover?

The arrangements in the National CDEM Plan are robust, current, and well understood by the agencies and CDEM Groups responsible for their delivery. They have been extensively tested during both emergencies and exercises.

The Plan is functionally-based and focusses on the consequences of an emergency, rather than the type of emergency. It addresses all hazards, including reference to, and detail on, the 17 classes of hazards that are outlined in the National Hazardscape Report.

Also newly added into the National CDEM Plan is a list of agencies that are mandated, through legislation or expertise, to manage an emergency arising from the 17 classes of hazards (at both the national and CDEM Group level). This means that it can be used by the Ministry of Civil Defence & Emergency Management as lead agency for emergencies resulting from geological or metrological hazards and infrastructure failure, or in support of any other lead agency plan (e.g. Ministry of Health for a pandemic influenza emergency).

13. There has been some criticism in the past that the National CDEM Plan 2005 is a response plan, rather than one that addresses the 4Rs – does the National CDEM Plan rectify this concern?

Earlier drafts of the National CDEM Plan were reflective of the response-focussed approach that the CDEM Act was intended to reform and replace in 2002.

As such, amendments have been made throughout the National CDEM Plan to ensure that the 4Rs (risk reduction, readiness, response and recovery), are adequately covered, acknowledging that a large proportion of risk reduction activities are carried out under legislation other than the CDEM Act and the National CDEM Plan.

14. Where does community responsibility fit with the National CDEM Plan?

This plan recognises that local communities have a wealth of knowledge, capability and strengths which are a huge advantage in managing and reducing the impacts of a disaster. Communities are to be engaged across the 4R's in all aspects of civil defence emergency management. Examples include involving communities in planning, carrying out exercises and enabling and involving their input during response and recovery. The National CDEM Plan supports the principle of community engagement at all levels.

15. CDEM Groups have an important role across the 4Rs, but often the capacity of the smaller CDEM Groups means meeting these obligations is a challenge – are CDEM Groups left to fend for themselves?

The Ministry acknowledges that the National CDEM Plan raises the bar, both in expectation and commitment, for not only CDEM Groups, but also government agencies, lifeline utilities, emergency services and non-government organisations. The resulting outcome however, is a more comprehensive and consistent alignment of arrangements across the sector.

The Ministry understands that there are likely to be a number of challenges in the implementation of these arrangements however, particularly for those smaller CDEM Groups. The Ministry understands that the development of sector capacity and capability is likely to be an iterative process, which will be dependent not only upon Ministry support, but also through the on-going commitment and communication between the Ministry and CDEM Groups.

16. *The Welfare Services section of the National CDEM Plan has had an extensive review and a number of agencies across Government seem to have clear leadership roles. How does this work and is it robust?*

All the arrangements in the welfare services section of the National CDEM Plan have been reviewed and a number of new (and clarified) welfare services sub-functions, in line with the review of welfare arrangements, have been added. There are now nine welfare services sub-functions in the National CDEM Plan 2015 including:

- registration
- needs assessment
- inquiry
- care and protection of children and young people
- psychosocial support
- household goods and services
- shelter and accommodation
- financial assistance
- animal welfare

It is important to remember however, that while these welfare services sub-functions are more clearly defined in the National CDEM Plan, and the responsibility for each welfare services sub-function has been clarified, these welfare services are not new. They have always been delivered in an emergency (as required) at the national, CDEM Group and local levels. The National CDEM Plan merely provides clearer identification and clarification of current arrangements.

17. *The sector has called for further leadership in the risk reduction space – has this been addressed in the National CDEM Plan?*

A new part on Reduction has been developed in the National CDEM Plan to make clear that the Plan is developed and is to be implemented with an understanding and adherence to the principles of CDEM and *applying* the 4Rs to hazard risk management.

The current legislative structure however, dictates the scope of the Plan and the roles and responsibilities of CDEM agencies. It also recognises that a large proportion of risk reduction activities are carried out under legislation other than the CDEM Act and National CDEM Plan.

As such, the Ministry has committed to future action of engaging further with other national agencies to investigate increased leadership in the Reduction space.

18. *Why are volunteers not mentioned more extensively throughout the National CDEM Plan?*

Volunteers are an important resource and are often an integral part of response and recovery activities. It is for this reason that volunteers are mentioned in the National CDEM Plan. However, they are not extensively referenced as volunteers are not managed at a national level, but rather they are managed and coordinated at a CDEM Group or local level.

Further information and arrangements relating to volunteers can be found in the Guide to the National CDEM Plan, Ministry guidelines and CDEM Group and local-level plans.

19. *Will the community see a real impact of the National CDEM Plan on the ground?*

Yes. While the National CDEM Plan does not introduce new arrangements for CDEM (but rather reflects current arrangements), its review and re-development has seen the level of collaboration and engagement between the Ministry of Civil Defence & Emergency Management, CDEM Groups and all other agencies extensively elevated. As such, not only are New Zealand's national CDEM planning arrangements considerably strengthened, but those operating in the CDEM space have a greater understanding of their own and each other's roles and responsibilities.

20. *Will (or how will) the National CDEM Plan assist with the recovery process in Christchurch?*

The legislative basis for the recovery in Christchurch is managed under the Canterbury Earthquake Recovery Act 2011, the Recovery Strategy, and the various plans that are supported by that Act. The revised National CDEM Plan does not replace or supersede the Canterbury Earthquake Recovery framework.

The recovery arrangements in the revised National CDEM Plan provide for a national recovery framework, objectives and principles for future emergencies. Some amendments have been made to reflect lessons identified during and following the Christchurch earthquake.

21. *How has the National CDEM Plan improved recovery planning more generally?*

A number of minor amendments have been made to the Recovery section of the National CDEM Plan to reflect the lessons identified over the last ten years (in particular with the Christchurch response and recovery). However, the more significant changes have been deferred to await consequential amendments to the CDEM Act that are likely to arise from the review of the legislative framework for recovery. These changes will also be reflected in the Recovery Management Director's Guideline and the Guide.

22. *When will the National CDEM Plan be reviewed next?*

The Civil Defence Emergency Management Act 2002 requires the Minister of Civil Defence to review the National CDEM Plan every 5 years. The next review is due by 2020.